NEW DIRECTIONS FOR EAST VILLAGE

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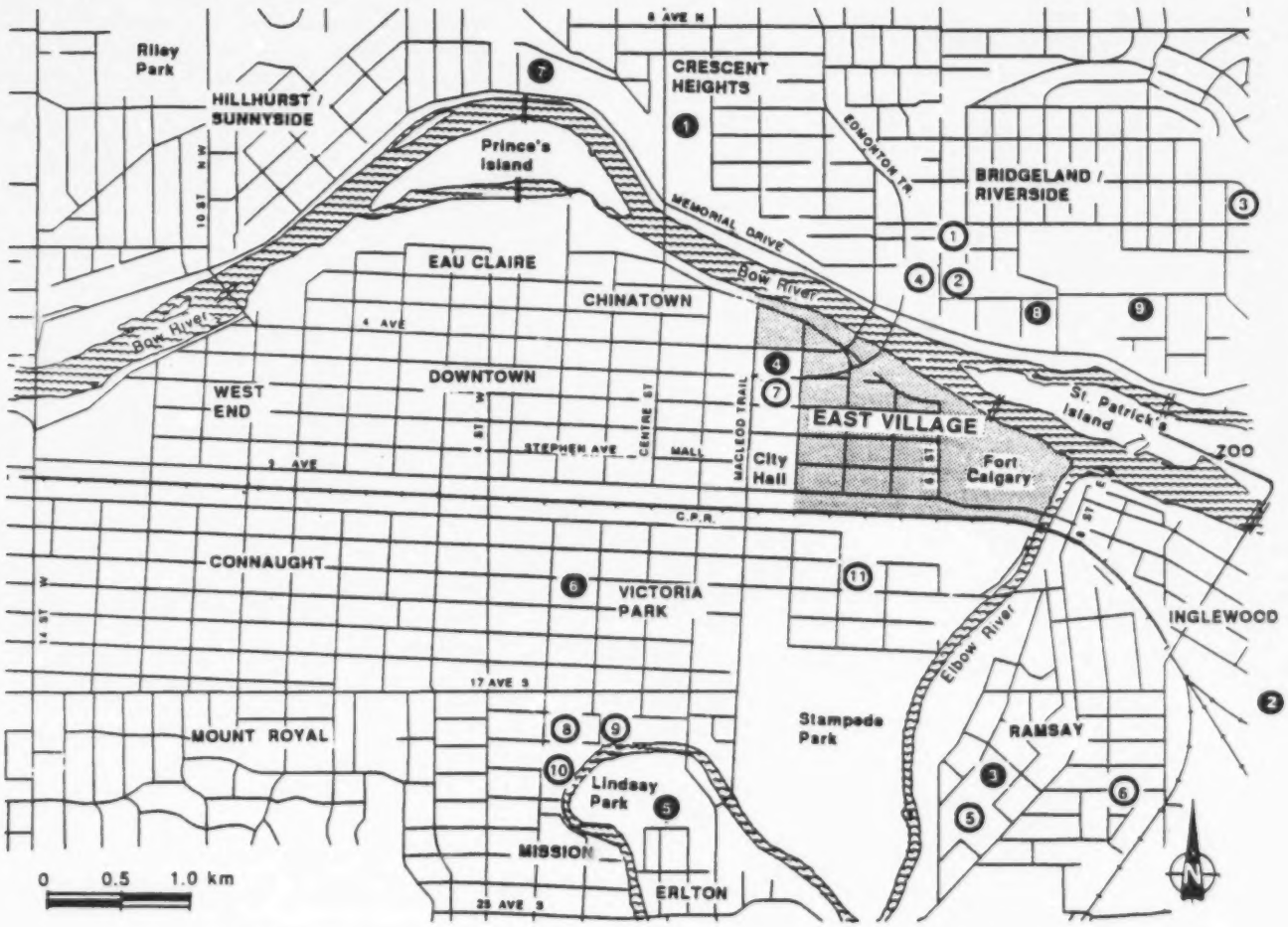
Figure 1: URBAN CONTEXT



SCHOOLS

1. LANGEVIN SCHOOL
2. LANGEVIN ELEM. SCHOOL
3. BRIDGELAND SCHOOL
4. ST. ANGELA SCHOOL
5. RAMSAY ELEM. SCHOOL
6. ST. ANNE SCHOOL
7. ALBERTA VOCATIONAL CENTRE
8. ST. MONICA ELEM. SCHOOL
9. ST. MARY HIGH SCHOOL
10. ST. MARTIN HIGH SCHOOL
11. VICTORIA SCHOOL

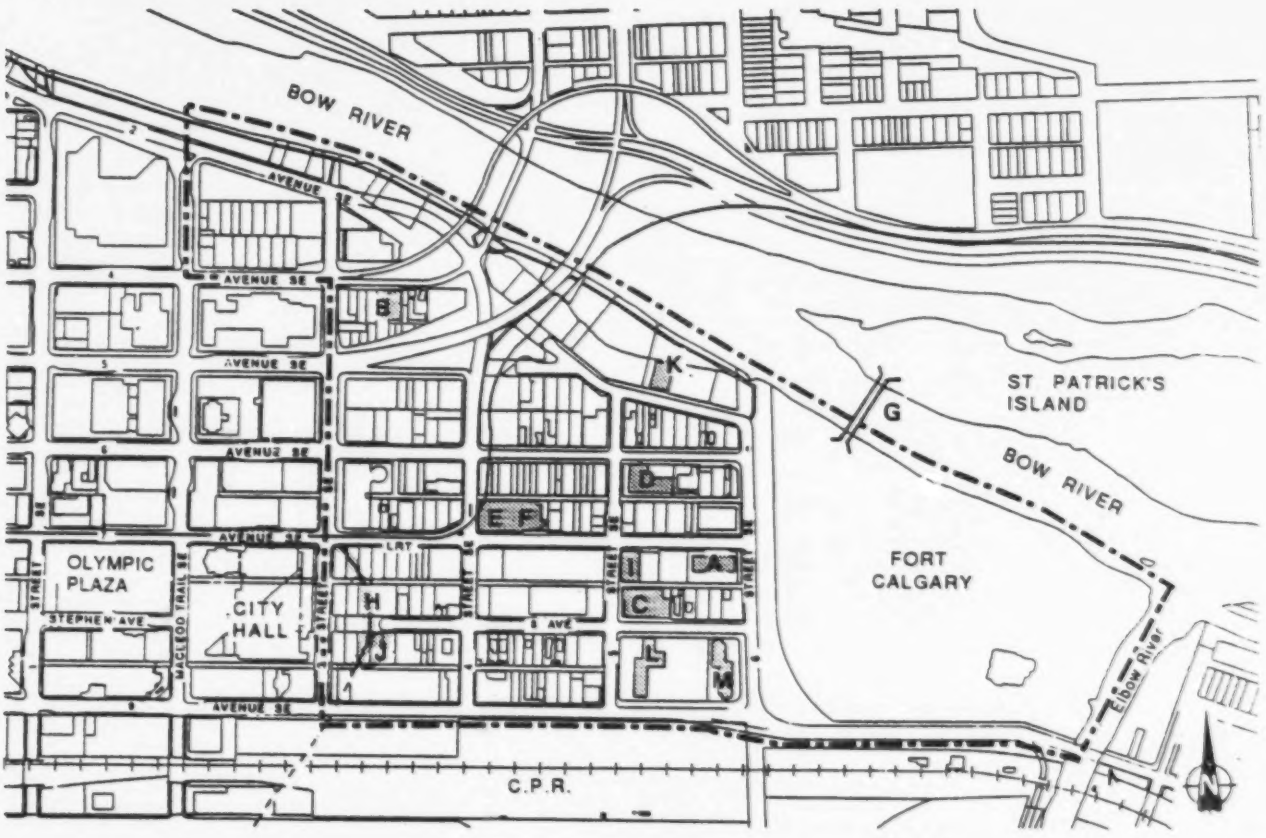
RECREATIONAL FACILITIES

1. MOUNT PLEASANT TENNIS CLUB
2. INGLEWOOD POOL
3. RAMSAY TENNIS COURTS
4. Y.M.C.A.
5. LINDSAY PARK SPORTS CENTRE
6. BELTLINE POOL
7. CALGARY CURLING CLUB
8. CALGARY TENNIS COURTS
9. BRIDGELAND POOL

NEW DIRECTIONS FOR EAST VILLAGE

Calgary's East Village has the potential to become a unique Downtown district, blending various types of housing with commercial and community facilities to serve local residents, Downtown workers and Calgarians in general. This paper presents a vision of this potential redevelopment and outlines the actions needed to make it a reality. It is a vision which takes advantage of a beautiful riverbank setting, adjacent to the city core, to provide residential opportunities not available before in Downtown Calgary, and thus adding a key component to the development of the Downtown as a whole. The vision was developed by the East Village Community Planning Advisory Committee (C.P.A.C.) and City of Calgary representatives. It is hoped that a discussion of the ideas in this paper will form the basis for action by City Council, landowners and others involved in East Village, to bring about the desired redevelopment.

Figure 2: LOCATION MAP



A. BOOTH CENTRE

B. DROP-IN-CENTRE

C. EAST VILLAGE PLACE/ GOLDEN AGE CLUB

D. HIDE PLANT

E. HOSTEL PARK

F. INTERNATIONAL HOSTEL

G. KING PEDESTRIAN BRIDGE

H. L.R.T. PORTAL

I. MULTICULTURAL CENTRE

J. PROPOSED PATHWAY LINK

K. SIMMONS BUILDING

L. MURDOCH MANOR

M. GEORGE C. KING TOWER

▬ • ▬ • STUDY AREA BOUNDARY

A RIVERBANK COMMUNITY IN THE HEART OF THE CITY

The Bow and Elbow Rivers, the adjacent riverbanks, St. Patrick's Island and Fort Calgary are the key physical attractions of East Village. The aesthetic appeal of such major open spaces is increased by a location beside the dramatic Downtown skyline. The Fort Calgary Interpretive Centre, Calgary Multicultural Centre and Golden Age Club are established facilities serving people from throughout Calgary as well as tourists. Information on East Village as it exists today is shown on Figure 2 and in the Appendix.

The theme for the redevelopment of East Village is to capitalize on these physical advantages and established attractions. They will be the key to marketing East Village as a unique community which offers both residents and visitors new opportunities in Downtown Calgary.

- **Residential:**

  East Village has the potential to attract a diverse population of 4,000 to 5,000 residents, including those wanting to be close to work, shopping and entertainment downtown, or wanting a downtown lifestyle generally, with the added advantage of proximity to a major park and riverbank open space. They will be of various ages, looking for affordable housing to rent or buy and, most importantly, they will be looking for the broad range of housing types already available in the core area of other cities. As an alternative to the high-rise style of Connaught and the West End, East Village will offer lower density townhouses and medium-rise apartments in buildings that graduate upward in height from the Bow riverbank park towards 9 Avenue S. to maximize the views of the river and Fort Calgary (Figure 3).

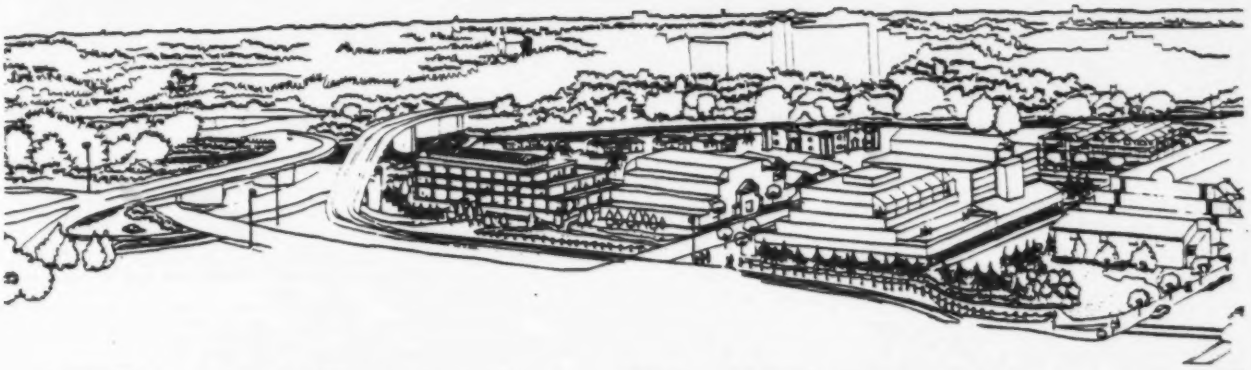
- **Commercial:**

  Commercial facilities will support and contribute to the residential community (e.g. grocery stores, medical clinics) while offering unique attractions for people visiting the area (e.g. art galleries, restaurants). These businesses will occupy the lower floors of residential buildings rather than conventional office towers. The existing commercial areas on the western blocks of 8 and 9 Avenues S. will be reinforced with the opportunity for new, low-scale commercial buildings.

- **Attractions and Activities:**

  In addition to enjoying the commercial facilities, residents and visitors will gather in East Village for international theme events and historical programs at the Calgary Multicultural Centre, Fort Calgary and new community facilities. Recreational facilities and picnic areas will serve people enjoying the Riverbank park and pathways which run through East Village. Pedestrians will be attracted by tree-lined streets and wide sidewalks reaching into the community from the Riverbank and Downtown, and linking to the commercial core of East Village on 8 Avenue S.

Figure 3: EAST VILLAGE - DEVELOPMENT CONCEPT



(LOOKING EAST TO FORT CALGARY)

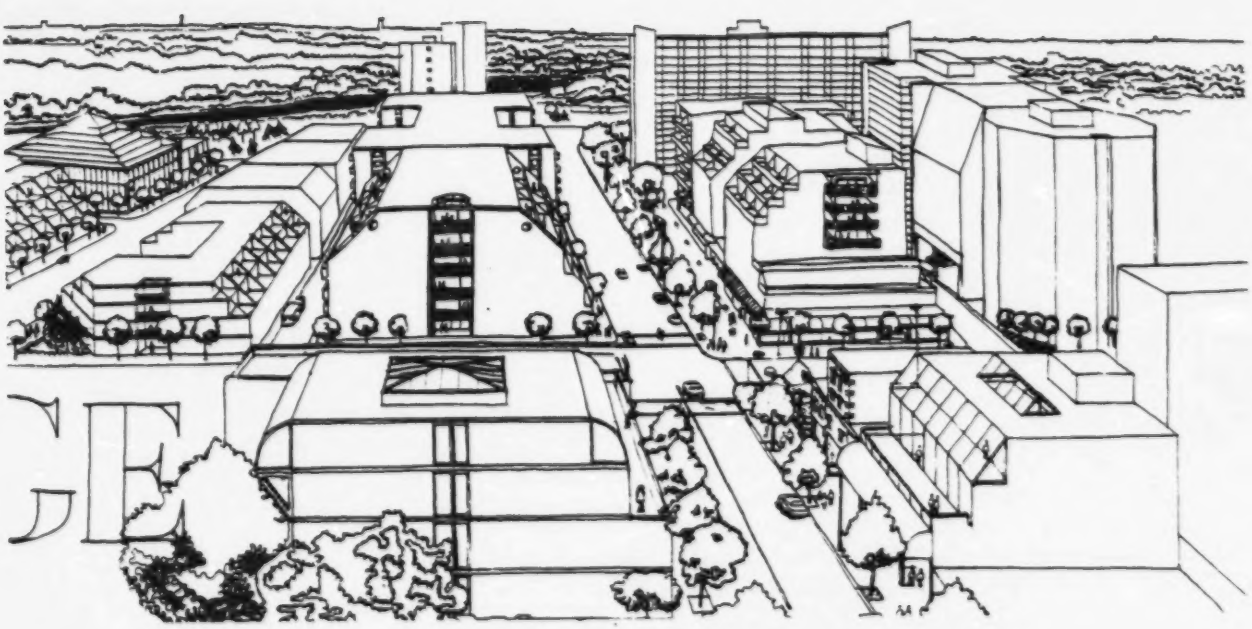
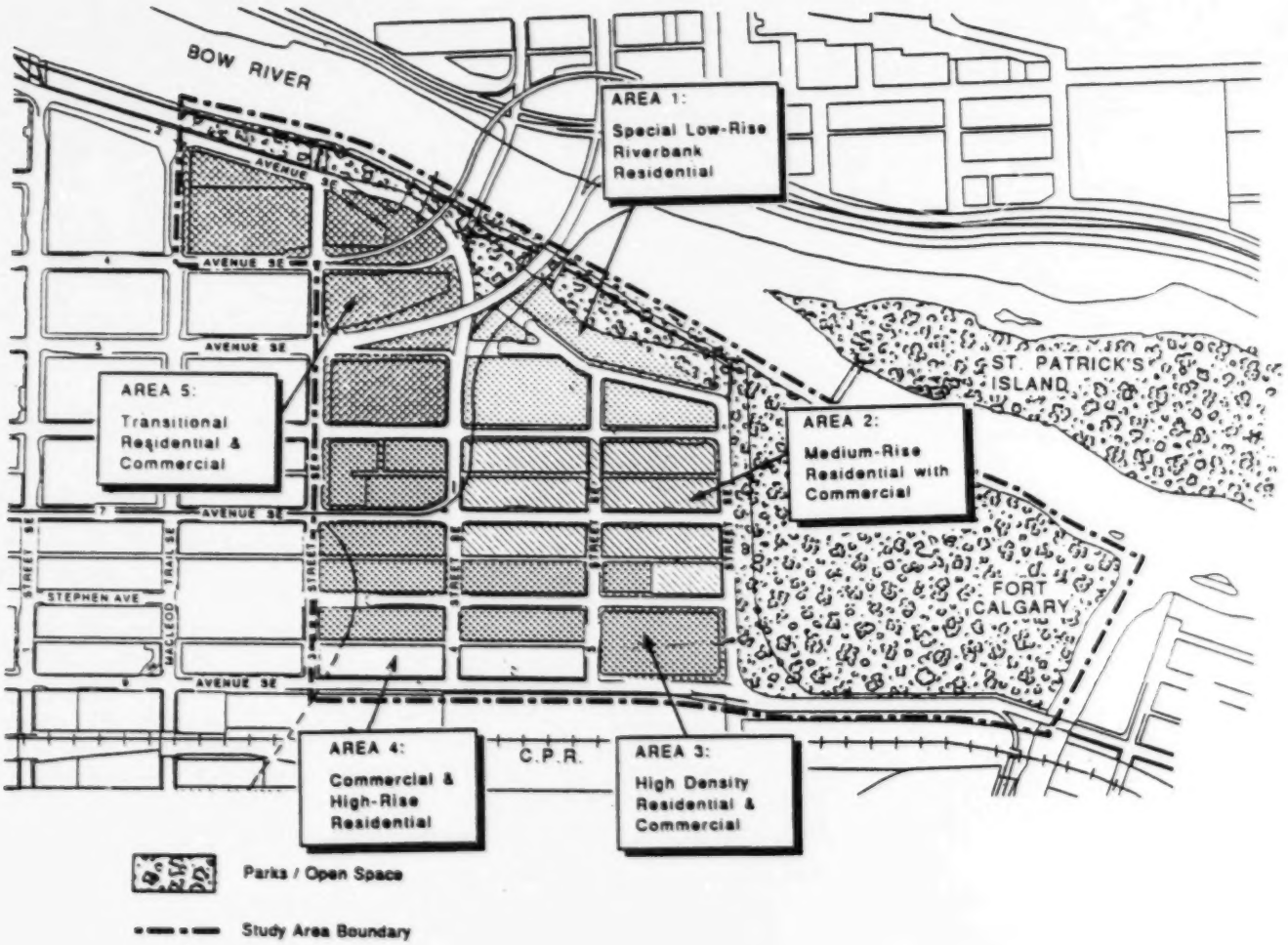


Figure 4: PROPOSED LAND USE POLICY



DEVELOPMENT AREAS

As illustrated in Figure 4, East Village will have five areas, with specific design guidelines for each area to promote the features desired for the community:

- a variety of housing types;
- buildings that graduate upward in height from the Bow River to 9 Avenue S.;
- street level stores and services;
- attractive pedestrian routes;
- an open space system centring on the Riverbank and Fort Calgary;
- a focal point for international and multicultural activities.

The redevelopment envisioned for the five areas assumes that many landowners will be involved in small-scale redevelopment of individual properties in East Village. The existing street grid is maintained as a practical basis for this development pattern. However, proposals for comprehensive schemes which take advantage of any future land consolidation would be welcomed. They would be evaluated according to how well they meet the objectives listed above.

Area 1: Special Riverbank Residential

This area can best take advantage of the physical amenities which are East Village's "front yard": the riverbanks, St. Patrick's Island and Fort Calgary on the north and east, with the Downtown skyline on the west. It will be the prime residential area in the community and should act as the catalyst to development throughout East Village. An ambitious, comprehensive development which capitalizes on the riverbank amenities is most desirable. Figure 5 illustrates one possible image of the development that could occur in Area 1.

To set the form of this comprehensive development, a feasibility study should be conducted based on the following objectives:

- to establish a public park/open space belt, 35 metres in width, along the Bow Riverbank to preserve and extend the popular park and pathway system through Downtown and to accommodate a variety of community and city-wide recreation activities;

- to develop a list of appropriate uses and design guidelines for the land immediately adjacent to the riverbank park, to ensure the park remains sunny, easy to get to and enjoyed by residents and visitors, and that floodway and floodplain guidelines are met. Uses could include, for example, residential yards, rowhousing, restaurants or small shops with a two to three storey height limit, and an orientation that suits the riverbank;

- to select and test redevelopment options for the rest of Area 1, to include lower density housing, with heights ranging from two storeys at the River to six storeys at 6 Avenue S. adjacent to the LRT;

- to design the appropriate siting and clustering of buildings, including removal of the segment of 5 Avenue S. between 6 Street E. and the LRT to create a more usable parcel, and to provide open space "fingers" leading from the Riverbank into the centre of East Village;

- to determine how much land should be devoted to commercial uses, in an appropriate form and location given the small size of the area and its potential to draw visitors into East Village;

- to examine the Simmons Building and the surrounding site to determine how and whether it fits in terms of compatibility, design and feasibility for re-use.

The type of housing and density called for under these objectives would be unique in Downtown Calgary. The feasibility study is essential to test whether the value created by the amenities will make such a lower density project possible in a Downtown area. It would be advantageous for landowners and other affected parties to cooperate in implementing a development project as a first step in creating a unique downtown residential district. As a major landowner in the area, the City can play a leadership role by maintaining and expanding its holdings, initiating the feasibility study and coordinating efforts with other landowners (Recommendations 2 and 3).

Area 2: Medium-Profile, Medium Density Housing, with Commercial

This area will form a transition zone from the low building profile of Area 1 to the higher density areas to the south. Medium-profile buildings of four to six storeys will maximize the river views from within this area and from other areas of East Village. A range of residential densities can be accommodated and buildings can include commercial facilities on the ground level. Design guidelines will focus on preserving views of the Bow River and Fort Calgary, creating attractive pedestrian routes along 5 and 6 Streets E., and ensuring buildings along 6 Avenue S. balance with the development in Area 1. Building height limits may

be increased by up to two storeys in return for amenities such as usable corner open spaces and community parks and facilities if other design guidelines are met. The long-term realignment of the LRT underground, with the addition of a station, will add to the unique qualities of this area.

This area is also appropriate for a centrally located, large scale project to spur development, increase awareness and attract visitors to East Village by combining features such as:

- an imaginative residential development;
- a community square or open space, perhaps with an international theme;
- recreational, cultural or educational facilities;
- restaurants and commercial facilities which could support the international theme.

This is the type of comprehensive development which could take advantage of consolidated land holdings and, as noted earlier, would be evaluated according to how well it meets the general objectives for East Village.

A precondition to redevelopment in Area 2, and in East Village as a whole, is the removal of a hide processing plant on 6 Avenue S.E. The plant is visually conspicuous, discharges offensive material and odours, and generates heavy truck traffic. This remnant of the industrial uses once found in East Village is no longer an appropriate use for a prime Downtown location and its presence has a cost for the community by impeding redevelopment in the surrounding area. The removal of the hide plant from the area is an essential first step in the area's action plan. (Recommendation 1)

Area 3: High-Density Residential and Commercial

This area includes the three existing apartment buildings and the traditional commercial area of East Village on 8 Avenue S. Land use guidelines will support this existing development, and allow new ten-storey residential developments with the option of commercial uses on both the ground and second floors. This building height permits a greater number of residential units overlooking the lower scale Area 2 to the river and provides a transition from the higher buildings in the Downtown core. As in Area 2, a two-

storey increase in height may be allowed in developments that provide important public amenities. Design guidelines will foster a pedestrian-oriented commercial route along 8 Avenue to Fort Calgary and continue the corner open space pattern encouraged in Area 2.

The key feature of Area 3 will be the 8 Avenue S.E. commercial streetfront. In particular, the special nature of the westernmost block of 8 Avenue S.E. as an existing commercial area will be reinforced by allowing new one- or two-storey commercial developments which blend with the existing buildings.

Unlike the areas of East Village between 4 and 6 Streets E., the area west of 4 Street E. currently has an industrial (I-2) land use designation. While details of the new land use districts for East Village are finalized, an interim land use designation should be approved to prevent developments which would undermine the residential potential. (Recommendation 5)

In a longer time-frame (20 or more years), the relocation of the LRT will free land for development at the western end of 8 Avenue S.

Area 4: Commercial and High-Rise Residential

Fronting on 9 Avenue, the major arterial road through East Village, Area 4 is appropriate for a larger commercial component compared to other parts of the community, consisting of twelve-storey residential buildings, again with a possible increase of two storeys in exchange for public amenities. Commercial uses on the first four floors, or four-storey exclusively commercial buildings will be allowed. Design guidelines will require measures to reduce the impact of adjacent traffic and train noise. The important role of 9 Avenue as a gateway to East Village and Downtown will be addressed through public improvements along the C.P.R. yard frontage.
(Recommendation 9).

As with Area 3, the lands remaining under industrial land use guidelines should be redesignated as soon as possible.

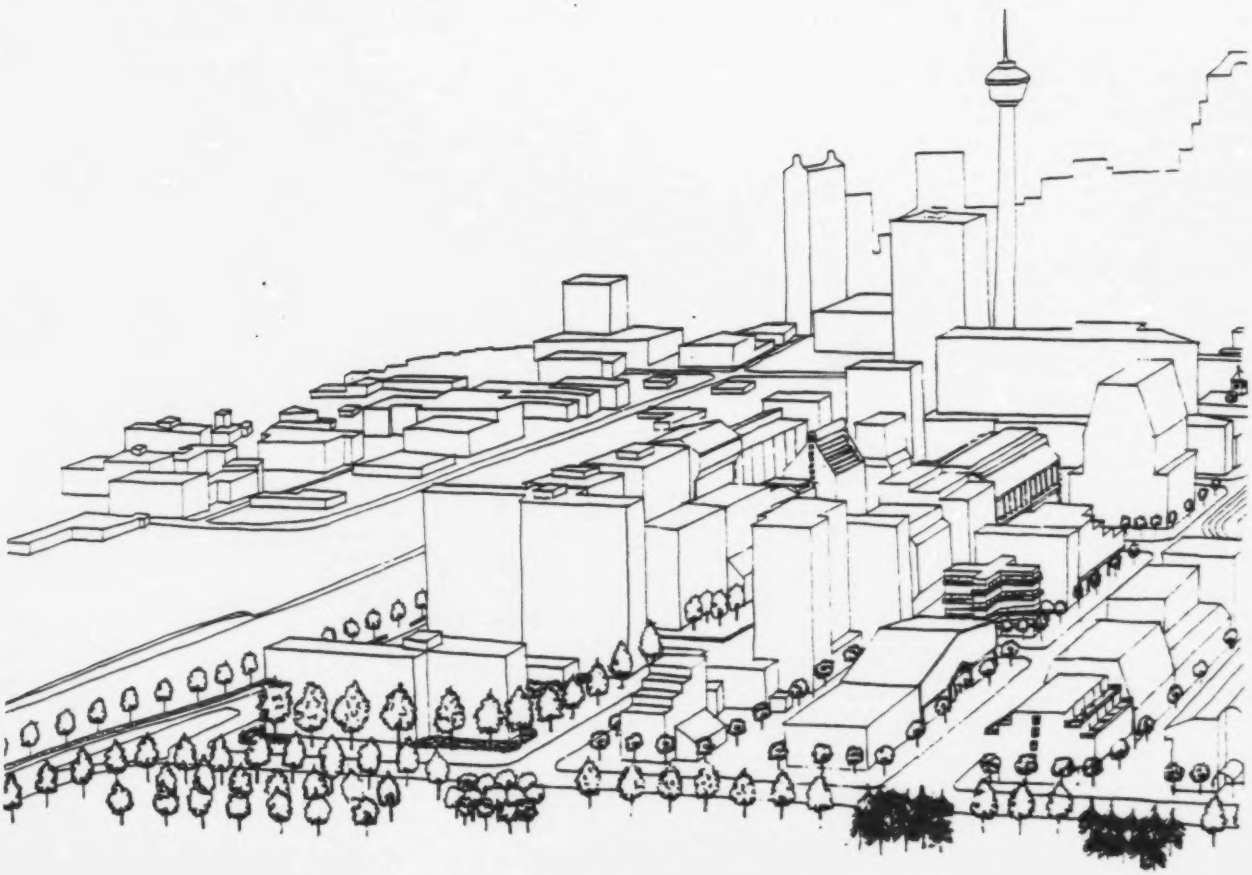
Area 5: Transitional High-Rise Residential and Commercial

The area west of 4 Street E. and north of 5 Avenue S. is separated from the rest of East Village by the LRT and busy roadways. Portions of the area are also subject to special development guidelines for the Bow River floodway (Land Use By-law 2P80).

Two city blocks are covered by separate Direct Control Districts (DC) but neither project has been built. On the block between 5 and 6 Avenues S. the existing guidelines allow commercial and residential towers. This is an acceptable form of development providing the project is designed to balance with development in Area 1. Alternative proposals for the site, particularly an increase in the residential component, would be welcomed for consideration as part of the East Village plan.

On the block east of the Harry Hays Federal Building, a project with two commercial towers is currently allowed. This needs to be reviewed with the owners to determine a more appropriate project which ensures that building heights and the interface with the Bow Riverbank are complementary to Area 1. (Recommendation 15). A small piece of land in this block zoned for industrial use should be redesignated along with the parcels in Areas 3 and 4.

Figure 5 EAST VILLAGE - DEVELOPMENT CONCEPT



(LOOKING WEST TO DOWNTOWN)

OPEN SPACE AND RECREATION

As a diverse, mainly adult community, East Village will need a system of parks, recreational and social facilities for public enjoyment and social service needs.

Community Parks and Recreation Facilities:

Designed for community residents of all ages, these may include hard surfaced areas for sports such as tennis and volleyball, a tot lot, and a relaxation area for sitting, talking, and card-playing. A total of about 1.5 acres (all in one, or in several locations), would provide sufficient space for such facilities. The so-called "Hostel Park", on 7 Avenue beside the Canadian Hostelling Association's International Hostel, is the only local public park in East Village at present, and is only one third of the optimal size. It may be necessary to either expand this park, to acquire parkland elsewhere in East Village, to encourage developers to provide recreation facilities, or to pursue a combination of these strategies. The acquisition of other sites can be funded by the City's Capital Budget or the Joint-Use Reserve Fund. Recreation developments appropriate for the use of local residents on St. Patrick's Island, the Riverbank or Fort Calgary would reduce the need for additional open space within the community. All parkland, including the Hostel Park, should be protected by designation as a public park (PE) and by sunlight guidelines affecting developments to the south. (Recommendations 13, 14).

Pedestrian Environment:

New developments should provide public amenities such as corner open spaces, rebuilt and widened sidewalks, landscaping, tables, and benches to create a more pleasant people-oriented ambience in East Village which will set it apart from the other Downtown residential areas. Design guidelines will focus in particular on the pedestrian routes along 5 and 6 Streets E. connecting to the River, and the street-level commercial area on 8 Avenue S.

Indoor Recreational and Social Facilities:

The Golden Age Club and the Calgary Multicultural Centre are the two main community facilities in East Village. The Golden Age Club has a gymnasium and other facilities which are being used by seniors for sports, dances, dinners, meetings, and conferences. The Multicultural Centre offers Calgarians a chance to get together in a multicultural forum for social, recreational and educational programs. Both organizations recognize that, as the population grows, more use can be made of their facilities and programs for active recreation and for cultural events. It could also be possible for these facilities to be shared by a more active East Village Community Association in the future.

Regional Parks:

The Bow Riverbank in East Village is an essential link in Calgary's 100-km-long Riverbank open space system, and its integrity must be consolidated and protected to ensure accessibility, usability, and attractiveness. Use of the area by local residents and city-wide users will increase with opportunities for quiet enjoyment, boating, fishing, picnicking, walking, cycling, and games of catch and frisbee. The proposed 35-m-wide band of public park along the river in Area 1 will provide space for these activities.

The park surrounding Fort Calgary is currently used for education programs, casual walking and picnicking. The Fort Calgary Preservation Society is interested in providing more active programming and features which are designed to fit their historical mandate, and attract more people to the park and the Interpretive Centre. These include:

- a picnic site in the Spring Creek area (northwest corner) of the park;
- an 8 Avenue S. gateway or entrance and a pedestrian path through the park;
- a lighted pathway along the western edge of the park;
- measures to protect the safety of visitors to the park and to prevent further vandalism of improvements.

The Society is interested in cooperating with the City and East Village residents in planning these developments.

Centenary Park on St. Patrick's Island is a well-kept secret, with few facilities and little public use aside from the river pathway. It is readily accessible from East Village via the King pedestrian bridge and has great potential for more active recreation for both local residents and Calgarians in general. The Calgary Zoo maintains the park but, at this time, plans only to expand the parking lot. The park should be upgraded and integrated with the pathway system and surrounding communities. Nearby residents and the Calgary Zoo must be involved in the redesign process to ensure the best possible development.

COMMUNITY AND SOCIAL SERVICES

Some community services are already established in the East Village, and will benefit the new population added as the community redevelops. The Golden Age Club/East Village Place has a cafeteria, a grocery, a drugstore, and other features which are vitally important for East Village's senior population and will also be beneficial for any future residents. A Community Association is established and will be ready to respond to new community needs. The Multicultural Centre serves a city-wide function and will be one of the facilities that continue to attract visitors into East Village. It is likely that adults will predominate in this community. Any children will be served by existing schools in nearby communities.

The Salvation Army's Booth Centre (formerly the Single Men's Hostel) and the Calgary Drop-in Centre are located in East Village. They offer services such as advice, referral, temporary accommodation, and direct assistance to transients. The need for such facilities in the Downtown is recognized, but piecemeal solutions to the hard-to-house issue may not have resulted in either the best locations or the most appropriate facilities. Although these services will likely remain in East Village for the foreseeable future, the C.P.A.C. recommends that the situation be improved by locating them in closer proximity to each other and outside the central residential area of the community as it is redeveloped.

In the longer run, a comprehensive policy on the hard-to-house must be formulated. To create a residential environment for a broad spectrum of people and to avoid creating a "ghetto" for transients in East Village, there should not be any more such facilities built in the district. (Recommendations 4, 10, 11).

PEDESTRIAN AND VEHICULAR CIRCULATION

The strong boundaries which define East Village—9 Avenue and the railway, the Rivers, the LRT and major office buildings—are both an advantage and a disadvantage. They help define the area and encourage the growth of a sense of community among residents, but can act as barriers to awareness and accessibility.

Enhanced entrances to East Village will improve its attractiveness and its identity. Entrance features at the four corners of the community and along the Riverbank park can incorporate design elements which publicize East Village and emphasize its individuality. Its western edge in particular will be improved to present an inviting and accessible face to the Downtown.

Improving pedestrian access around the LRT portal will be an immediate priority, requiring the purchase and demolition of a small building (Recommendation 6). A +15 connection from the Municipal Building as outlined in the 1986 "East Village Pedestrian Concept Design Study" should be implemented when justified by adjacent redevelopment, by the need to further improve access into East Village, or by the opportunity to coordinate with the relocation of the LRT.

Pathways connecting to the River and an upgraded pedestrian environment on the Bow River bridges will encourage people to walk into East Village and will facilitate access to and from nearby communities.

Long-range plans for the LRT call for a new station on 4 Street E. and realignment of the line underground thus linking East Village more strongly to the rest of Downtown. The resulting change in the Hostel Park will need to be accounted for in the planning and design of the changes.

In addition to the importance of pedestrians, vehicular traffic is seen as a positive element in East Village, ensuring drop-in business for existing and future commercial services, and vitality in general. No impediments will be placed on traffic routes for this reason. The only substantial change is the introduction of two-way traffic on 9 Avenue S. to connect to 4 Street E. This will encourage some of the present through-traffic to stay off the local streets. Pedestrian crossings of 5 and 6 Streets E. will be improved and widened sidewalks on 8 Avenue S. will enhance its role as a pedestrian-oriented commercial street.

HOW TO MAKE THE VISION HAPPEN

This vision for East Village presents a challenge issued to Calgarians, City Council, the Administration, landowners and developers to break away from the existing patterns and assumptions about why things cannot happen in the area and focus on what is possible. The members of the C.P.A.C. have committed to making the effort required to plan for and realize the potential in East Village. City Council can help set the new direction by acting on the following recommendations:

Priority A Actions (Complete in 1990):

1. Undertake whatever initiatives are necessary to remove the hide processing plant from East Village as expeditiously as possible.

2. Conduct a feasibility study for a comprehensive development in Area 1, the prime Riverbank residential area, and invite other landowners in Area 1 to participate in the study.

3. Secure the option for implementing a comprehensive project in Area 1 by maintaining the City's land ownership in the area, acquiring additional land where possible, and protecting the development potential of all holdings until the study for Area 1 is completed.

4. Adopt a policy to oppose the construction or location of any additional services or facilities for transients in East Village.

5. Redesignate the lands currently under Industrial (I-2) zoning to a Direct Control (DC) District which preserves the option of residential development.

6. Purchase the property at the west end of 8 Avenue to construct the last segment of the pedestrian pathway route around the LRT portal.

7. Complete a plan for a public improvement program for East Village including a Handbook of Public Improvements and projects under the annual Downtown Improvement Program (DO-IT).

Priority B Actions (Initiate in 1990, Ongoing):

8. Support the Task Force on Housing in the Downtown in its efforts to promote and provide incentives for residential development in the East Village.

9. Implement a public improvement program cost-shared with the C.P.R. to improve the frontage of their property along 9 Avenue S.

10. As redevelopment occurs, investigate the options for locating the social service facilities now situated in two locations in East Village in closer proximity to each other and outside the central residential area of East Village.

11. Promote the development of a policy on the hard-to-house in cooperation with senior levels of government, and the affected community groups.

12. Prepare an Area Redevelopment Plan in conjunction with the C.P.A.C., and in coordination with the Task Force on Housing in the Downtown, and implement land use redesignations for East Village based on the vision outlined in this discussion paper and in the design study for Area 1.

Priority C Actions (Initiate As Required):

13. Take action to provide local open space, either through acquisition or incentives in new developments.

14. Designate all parkland, including the Hostel Park, to the appropriate PE District as soon as these lands are in City ownership.

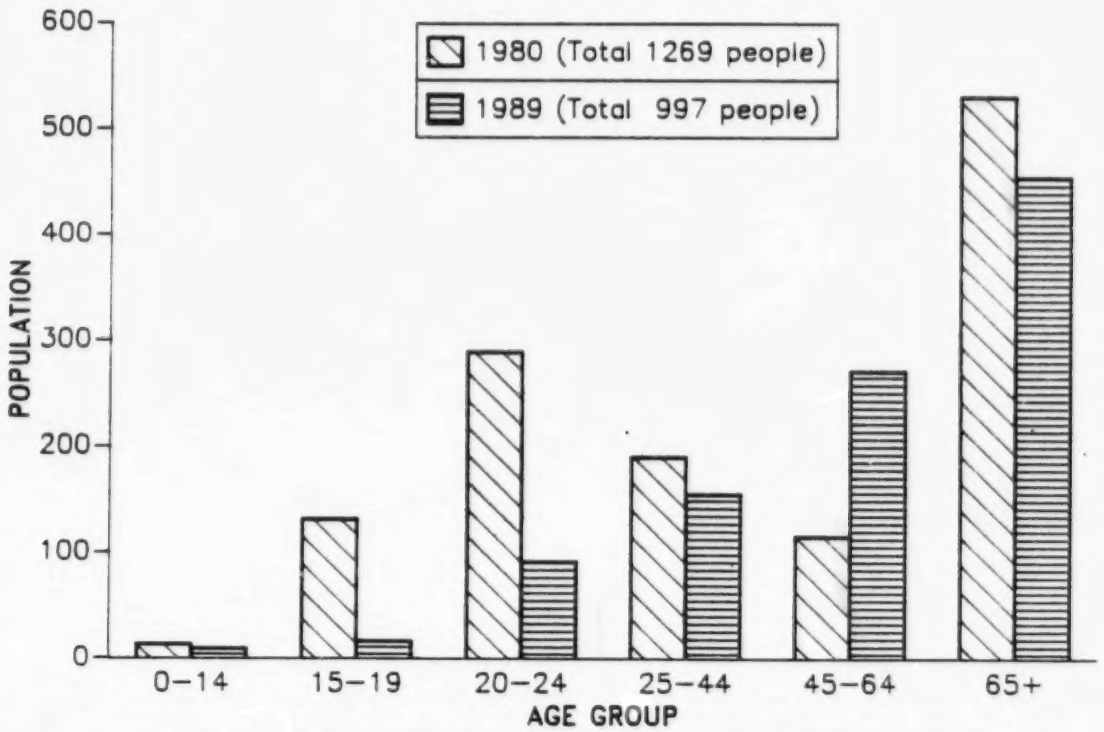
15. Initiate a special review to address the development guidelines for properties in Area 5.

The C.P.A.C. also supports long-term actions which should be implemented as development occurs, including:

- a +15 connection running east from the Municipal Building to 8 Avenue S.E.;
- an LRT station on 4 Street;
- vehicular access improvements, including a review of proposals for a 4 Street E. underpass of the C.P.R. tracks.

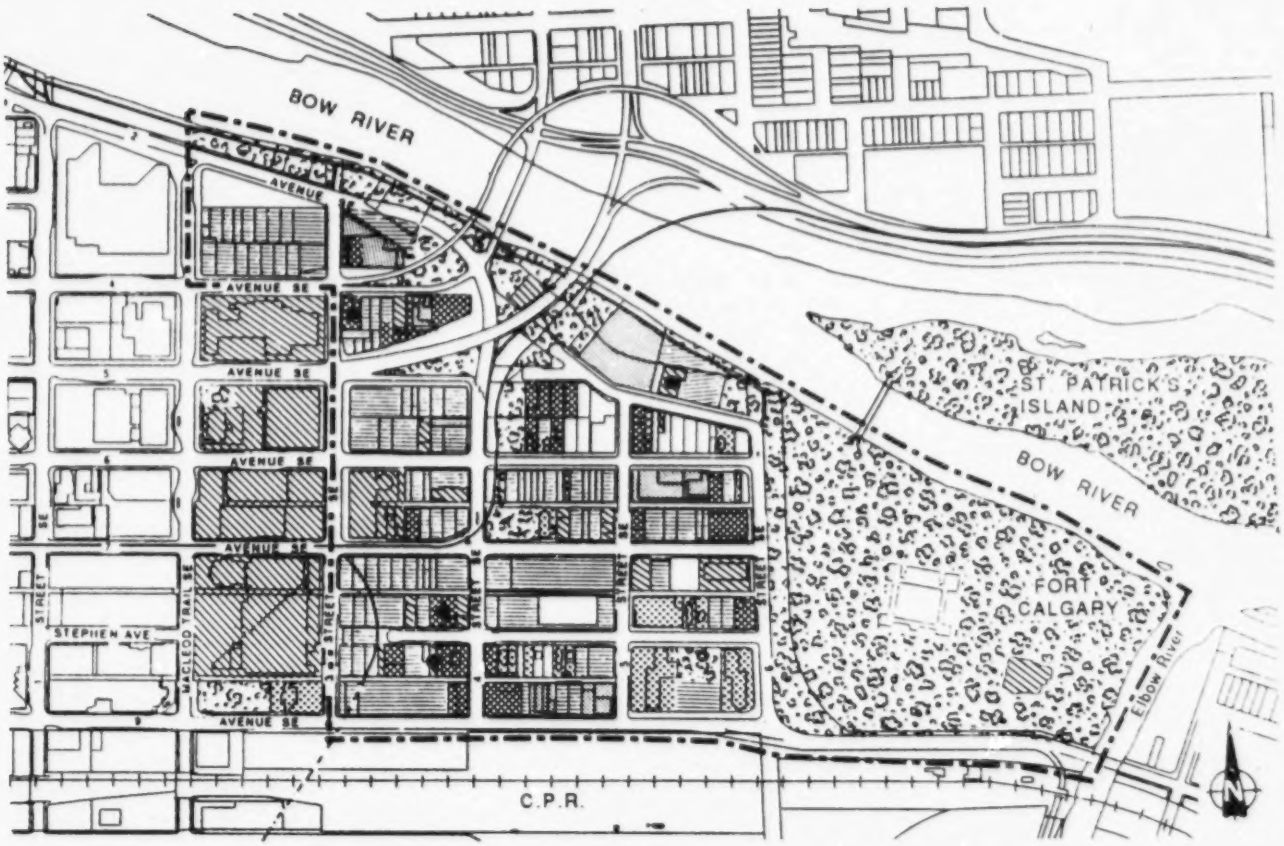
APPENDIX

Figure A.1: POPULATION PROFILE - 1980, 1989



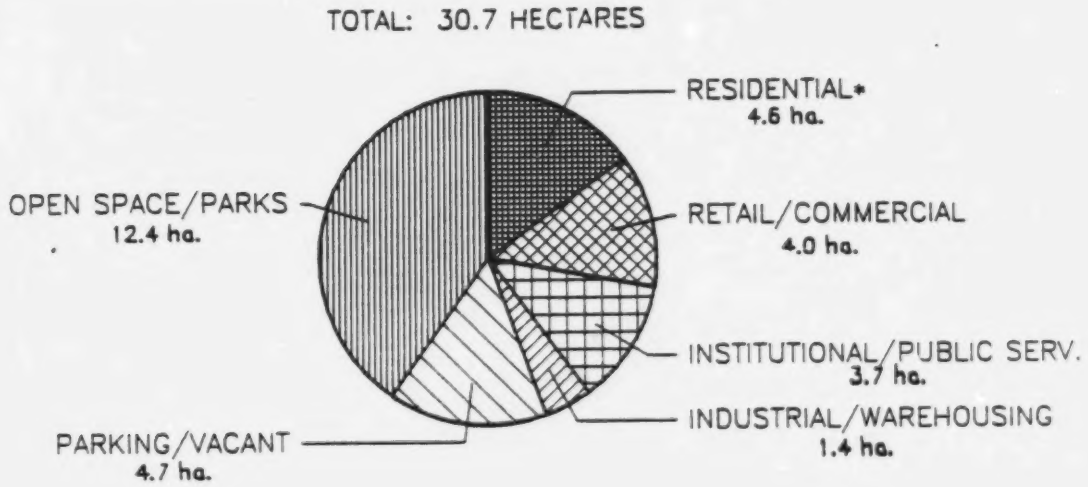
SOURCE: CALGARY CIVIC CENSUS

Figure A.2: MAP OF EXISTING LAND USE



- RESIDENTIAL
- RETAIL / COMMERCIAL
- INSTITUTIONAL / PUBLIC SERVICE
- LIGHT INDUSTRIAL / WAREHOUSING
- OPEN SPACE / PARKS
- VACANT (LAND & BUILDINGS)
- PARKING
- HERITAGE POTENTIAL
- STUDY AREA BOUNDARY

Figure A.3: LAND USE BY TYPE



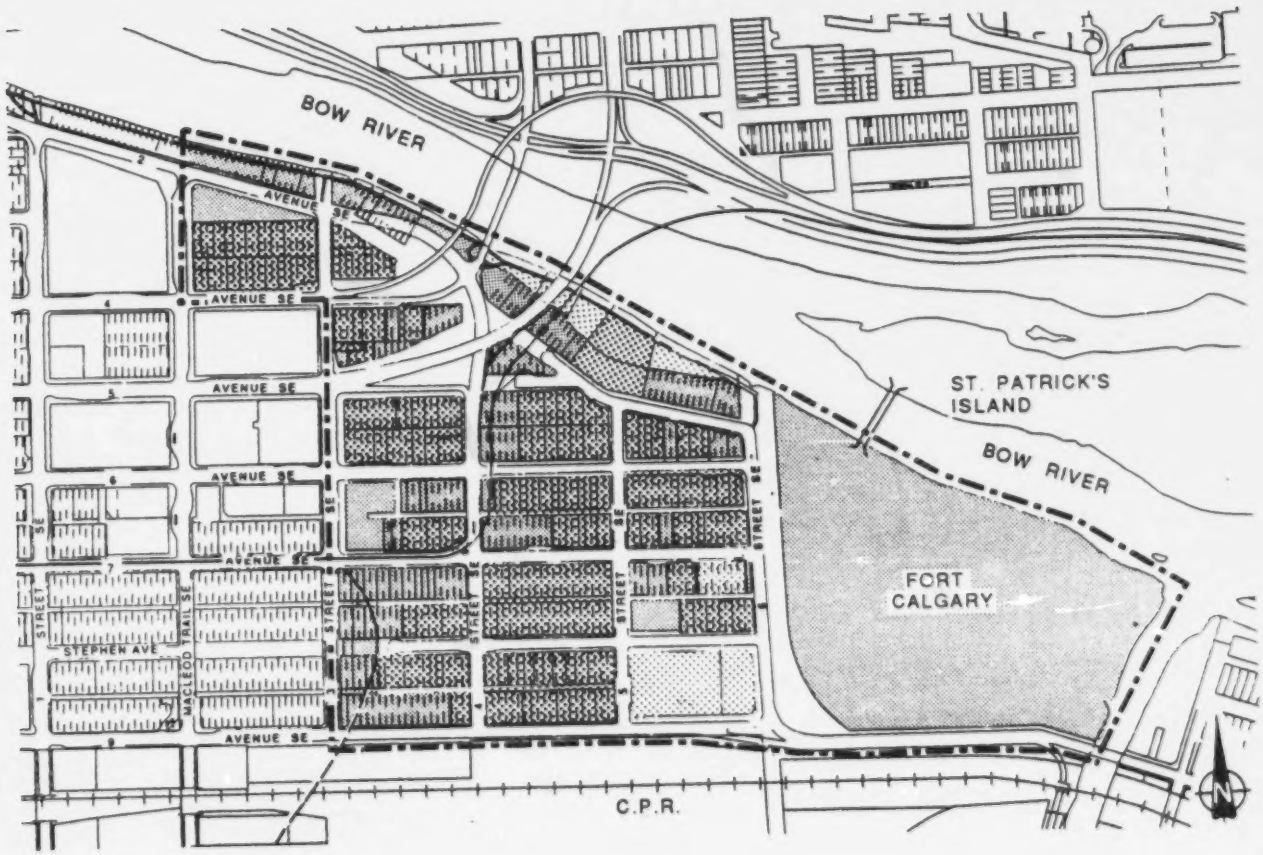
Source: City of Calgary Assessment Department

*RESIDENTIAL UNITS
1989

Type	#
Single Family and Converted	19
Apartment	193
Seniors' Housing	504
Other Units	55
TOTAL	771

Source: City of Calgary Census. Converted are single family dwellings to which units have been added.

Figure A.4: LAND OWNERSHIP



CITY OF CALGARY

PROVINCE OF ALBERTA

PRIVATE

STUDY AREA BOUNDARY

EAST VILLAGE COMMUNITY PLANNING ADVISORY COMMITTEE

Mr. Peter Birch
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Mr. R. Bruce Shepard
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Calgary Inter. Centre

Mr. Alan D. Castle
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Ms. Denise Gibson
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Association

Mr. Stephen Manley
Alberta Mortgage and
Housing Corporation

Cons. Vern Peck
Vice-President
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Equipment Sales Ltd.

Mr. Glenn Lyons
Downtown BRZ